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Supports Item No. 3
CS&B Committee Agenda
April 5, 2007

CITY OF **VANCOUVER**

ADMINISTRATIVE REPORT

Report Date:	March 26, 2007
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Meeting Date:	April 5, 2007

TO: Standing Committee on City Services and Budgets

FROM: Deputy General Manager, Community Services Group in consultation with the General Manager of Vancouver Park Board

SUBJECT: Report Back on Child Care Capital Projects - Simon Fraser/Mt. Pleasant

RECOMMENDATION

A. THAT Council approve up to $25,000 for Facilities Design and Management to complete a site feasibility study, conceptual design and costing of a stand-alone modular child care facility on the lands of the Vancouver School Board at Simon Fraser Elementary School with a report back on costs in 2007. Source of funds: 2006 Childcare Capital.

B. THAT Council approve a grant of $5,000 to the Mount Pleasant Community Centre Association, to be matched by the Association and Simon Fraser Elementary School-Parent Advisory Committee, to develop a fund-raising strategy to secure capital contributions towards the construction of a new child care facility. Source of funds: 2006 Childcare Capital.

(Approval of grants requires eight affirmative votes.)

C. THAT Council approve, in principle, the Mount Pleasant Community Centre Association as the non-profit society to be the operator of the new child care facility and develop terms and conditions within a Memorandum of Understanding between Westcoast Child Care Resource Centre, Park Board, Vancouver School Board, City of Vancouver and Mount Pleasant Community Centre Association, for the development and operation of the new child care facility within the *#1Kingsway/Mt. Pleasant Child Development Hub*, and report back in 2008.

CONSIDERATION

D. Council approve in principle an additional capital allocation of $720,000 in 2008 from the Childcare Capital, subject to the following conditions:

- completion of a Memorandum of Understanding, to the satisfaction of Council;
- a report back on the conceptual design and costing based on a feasibility study;
- demonstration of successful fundraising of 50% of the project costs by the MPCCA;
- approval of 2008 Capital Budget.

GENERAL MANAGER'S COMMENTS

The General Manager of Community Services Group, in consultation with the General Manager of the Vancouver Park Board, RECOMMEND approval of A, B, and C, and support the CONSIDERATION of approval in principle

CITY MANAGER'S COMMENTS

The City Manager acknowledges that a solution to pre school and after school care needs of children and families in the neighbourhood should be found, however, this is not a City responsibility. Initial funding for the site feasibility study ($25,000) and fund raising grant ($5,000) are important first steps which could be supported for City funding. The City Manager therefore RECOMMENDS approval of A, B, and C. With respect to item D, the City Manager notes that approval in principal of the additional $720,000 capital grant should be considered a maximum City contribution. As such the operator, once approved to the satisfaction of Council, will be responsible for fund raising the balance from private sources and/or obtaining funds from senior levels of government. It should not be expected that additional funds from the City will be forthcoming.

COUNCIL POLICY

In 1990, Council approved the Civic Childcare Strategy that set out to:

- support the viability, accessibility and quality of existing child care services;
- assist child care initiatives in high need areas;
- encourage and support efficient, coordinated administrative services required for a child care system in Vancouver to lever other sources of child care funding, wherever possible.

In April, 2002, Council approved "Moving Forward Childcare: A Cornerstone of Childhood Development", which set out a strategic plan for child care and child development services for the City.

In 2003, Council, Park and School Boards adopted the Childcare Protocol, which includes the objective to maintain and expand child care by 5% over the next two years.

In the 2006-2008 Capital Plan Council approved an allocation of $4.8M toward child care initiatives, of which the Mt. Pleasant/Simon Fraser project was identified as a priority. In 2006, Council approved $100,000 of this allocation toward this project.

Approval of grants requires eight affirmative votes.

PURPOSE

The purpose of this report is to:

1. Seek Council approval to allocate Capital funding from the 2006 Childcare Capital to:

   i. enable the City's Facilities Design and Management to complete a site feasibility study and develop a conceptual design and costing for a modular child care facility; and

   ii. assist the non-profit child care organization, Mount Pleasant Community Centre Association (MPCCA) in developing a capital funding plan; and leveraging additional capital funds.

2. Seek Council approval in principle that Mount Pleasant Community Centre Association be the operator of the new facility, pending approval of terms and conditions set out in a Memorandum of Understanding between Westcoast Child Care Resource Centre, Park Board, Vancouver School Board, City of Vancouver and Mount Pleasant Community Centre Association, for development and operation of the child care centre.

3. Seek Council approval in principle for an additional allocation of $720,000 from the Childcare Capital in 2008 subject to the following conditions:

   - Completion of a Memorandum of Understanding to the satisfaction of Council;
   - A report back on the conceptual design and costing based on a feasibility study;
   - Demonstration of successful fundraising of 50% of the project costs by the MPCCA;
   - Approval of 2008 Capital Budget.

BACKGROUND

Mount Pleasant Community Centre Association (MPCCA)

In 2002, Park Board announced its intentions to close the Mount Pleasant Community Centre and build a new facility at #1 Kingsway. The adjacent school, Simon Fraser Elementary, and parents with young children from the community expressed concern about the loss of preschool and out-of-school care spaces delivered by the MPCCA. Concerns were also raised by the elementary school PAC and school principal that families would transfer children to other schools where such a service was provided.

Social Planning, MPCCA, and the Simon Fraser Elementary-Parent Advisory Committee (SFE-PAC) jointly funded a needs assessment to determine how best to proceed with the needs of SFE/Mount Pleasant families as well as service needs for the #1 Kingsway site. The consultant recommended that the consortium lead agency would most likely be the appropriate operator of the licensed child care programs at the Mount Pleasant site, the MPCCA has expressed interest in continuing to deliver these services, given their history and experience in this community.

Over the past three years, a sub-committee worked together to examine options for a satellite service. After considerable analysis and review of other possible locations, it was determined that the creation of a modular facility of 460m^2, located on the Simon Fraser Elementary School site, would be the best option. This new facility would be licensed for 20 preschool age children, 20 kinder care and 40 out-of-school care children. A number of preschool sessions could be offered along with a licensed out-of-school care program in summer months.

The Vancouver School Board (VSB) permits moveable or non-permanent structures on school land for child care use in general. The VSB has identified a proposed site, on the school lands of Simon Fraser Elementary School, for the construction of the modular unit, as stated in the VSB Committee report minute below:

"A site has been identified on school property for the installation of the modular building to replace the existing child care facility and VSB facilities staff will work with the Park Board regarding the replacement play area and parking, and with the City of Vancouver for the ground license." Source: Vancouver School Board Memorandum ITEM 4 to the: Committee II-Planning and Facilities, October 3, 2006, regarding Simon Fraser Elementary - Child Care Facility on School Grounds and the Committee report to the Board, Monday, October 16, 2006.

Approval of the site will be contingent on the Park Board's agreement to allow for parking in the Park redevelopment plan and age appropriate play equipment in the park accessible to the child care facility.

DISCUSSION

Council provided $4.8M in the 2006-2008 Capital Plan to support the overall Council goal of increasing child care spaces by 5% and to equalize access across the City to a full continuum of care. It was noted in the report that Mount Pleasant area would be a high priority. It was also noted that Provincial cost-sharing was critical to successfully achieving these new spaces. At the time of the Capital Grant report, Federal/Provincial negotiations were under way for $633M over five years to the Province. The purpose of this money was to begin to build a child care system. Since this time, new policy has emerged as a result in a change of Federal leadership. A Federal initiative for the creation of new spaces was recently announced and includes $250M nationally. In addition the Province has $40M in one-time-only funding, remaining from the Federal funds announced, to spend this year. The Province recently invited MPCCA to submit an expression of interest that may have the potential of securing additional capital contributions.

Council's approval, in principle, with a report back in 2008, better positions the MPCCA to leverage funding from other sources. City staff would assist the MPCCA in securing a conceptual design and determining preliminary costs. Based on recent projects of a similar type of construction in 2006, estimated cost would be approximately $1.8 to $2M. These figures will be confirmed as part of the conceptual design work. The rationale for a modular structure is based on the VSB requirement to have a non-permanent structure on School land; the type of preschool and school age care; cost; and the time frame to construct.

Mount Pleasant Community Centre Association (MPCCA)

The Mount Pleasant Community Centre is scheduled to close when the new #1 Kingsway facility opens in 2008. To minimize the impact on service to the children in the preschool and out-of-school care, the MPCCA will be seeking VPB support for an extension until the new facility can be built. The MPCCA and Simon Fraser Elementary Parent Advisory Committee (SFE-PAC) have requested City support through a capital contribution to assist with a fund-raising campaign for the construction of a modular child care program on the Simon Fraser Elementary school site.

On October 10, 2006, the MPCCA approved a motion (APPENDIX A), indicating that MPCCA agrees to work collaboratively and in partnership with the SFE-PAC, and the City of Vancouver to relocate the existing MPCCA childcare programs to a new facility; to design a new facility; and to cost-share expenses.

This undertaking is contingent upon a number of factors including:

- approval of the Vancouver School Board to allow the construction and siting of the child care facility on school property;
- approval of the Vancouver Park Board to allow the continued use of the existing community centre for current childcare programs (MPCCA has requested use of the community centre until 2009; however, Park Board staff are recommending closing the centre in 2008);
- approval of the City of Vancouver to allocate $750,000 towards the capital costs; agreement of the City to work with the parties to obtain the additional funding required, estimated at an additional $750,000; and
- agreement that a project funding feasibility study will be undertaken in partnership and funded by the City, MPCCA and SFE-PAC.

All the necessary public consultation on the placement and location of the modular would be the responsibility of the VSB and the City relative to the mandate to achieve the necessary childcare spaces needed in Vancouver.

The MPCCA has agreed to fund-raise for a possible new pool, operational funding for #1 Kingsway and take the lead coordinating role to fund-raise for a modular child care facility to be located on the Simon Fraser Elementary School site. Now that a site has been identified, a site evaluation and detailed design must be completed and a cost estimate for construction prepared. Once costing has been obtained, the MPCCA and SFE-PAC will engage support to develop and implement a fund-raising campaign. The MPCCA, as a condition of taking the lead coordinating role to fund-raise, has requested City approval for:

- Up to $25,000 to complete a feasibility assessment and detailed design for a stand-alone facility on the proposed school site, with cost estimates and report back in 2007;
- A grant of $5,000 to develop a fund-raising strategy - to be matched by the MPCCA/SFE-PAC;
- MPCCA as the operator, in principle, of the child care services at this location with terms and conditions to be developed and approved by Council; and
- City staff to enter into a Memorandum of Understanding between Westcoast Family Information and Referral, Vancouver Park Board, Vancouver School Board, City of Vancouver and Mount Pleasant Community Centre Association for the on-going delivery of the *#1 Kingsway/Mount Pleasant Child Development Hub*.

Staff also request that Council approve in principle an additional allocation of $720,000 from the Childcare Capital in 2008 to contribute to construction of the new modular facility, subject to the completion of the a Memorandum Of Understanding, to the satisfaction of Council; a report back on the conceptual design and costing; demonstration of successful fundraising of 50% of the project costs; and approval of the 2008 Capital Budget.

Should Council agree to the above, the City, VPB and VSB staff will work with the MPCCA to develop terms and conditions for the development and operation of the new child care facility and, if necessary, interim facility options. Staff will report back on the terms and conditions for operation, detailed design and costing along with a draft MOU and the funding strategy by 2008.

Approval-in-principle of the City's capital contributions, along with the VSB's nominal ground lease for Simon Fraser Elementary School, demonstrates a commitment to child care in this community at the local level. Nonetheless, a full funding package will require significant contributions from senior government and other sources.

FINANCIAL IMPLICATIONS

Staff recommend a Capital allocation of up to $25,000 for the site feasibility study and conceptual design and costing; and a grant of $5,000 for the development of a fund-raising strategy, with matching funds from the Mt. Pleasant Community Centre Association and Simon Fraser Elementary School - Parent Advisory Committee. Source of funding will be the 2006 Childcare Capital.

Staff also request that Council approve in principle an additional allocation of $720,000 from the 2008 Capital Budget to assist with the completion of the new facility on the following conditions:

i. Completion of a Memorandum of Understanding to the satisfaction of Council;
ii. Report back on conceptual design and costing;
iii. Demonstration of successful fund-raising of 50% of the project cost by the MPCCA; and
iv. Approval of the 2008 Capital Budget.

The facility would be owned by the City; however, maintenance and upkeep would be the financial responsibility of the non-profit society. Project management from Facilities Design and Management would be required.

SOCIAL IMPLICATIONS

Licensed child care services provide supports to working parents, increase economic stability for families and communities, provide early learning and care opportunities for children when they are in non-parental care and have long-term financial cost benefits for children at risk. The Mt. Pleasant neighbourhood was identified as one of the most "at risk" communities in relation to any developmental scale of the 2004 Early Development Instrument findings reported by Dr. Clyde Hertzman, University of British Columbia.

CONCLUSION

This report seeks Council approval to allocate Capital funding from the 2006 Childcare Capital to:

i. develop a conceptual design;
ii. determine costing for a modular child care facility;
iii. develop a capital funding plan; and
iv. leverage additional capital funds.

It also seeks Council's approval in principle for the Mt. Pleasant Community Centre Association to be the operator of the new facility pending approval of terms and conditions set out in a Memorandum of Understanding between Westcoast Child Care Resource Centre, Vancouver Park Board, Vancouver School Board, City of Vancouver and the Mount Pleasant Community Centre Association for the development and operation of the child care centre.

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Mount Pleasant Community Centre Association

On October 10, 2006 the MPCCA approved the following motion:

"That Mount Pleasant Community Centre Association (MPCCA) agrees, in principle, to work collaboratively and in partnership with the Simon Fraser Elementary Parent Advisory Committee (SFE-PAC), and the City of Vancouver Social Planning Childcare Department (CoV-SPCD):

- to relocate the existing MPCCA childcare programs (Preschool, Kinder care and Out-of-School Care) to a new facility;
- to design the facility to meet the Provincial and City requirements for licensing, and to allow for expansion, should such be achievable; and
- to cost-share capital expenses, including working together to fund-raise for costs associated with design and construction, with the City, Park Board, School Board, and SFE-PAC.

That it be understood that the 'in principle' aspect of this motion depends upon the following:

- the approval of the School Board to allow the construction and siting of the child care facility on school property at no cost to the parties;
- the approval of the Park Board to allow the continued use of the existing community centre at 3161 Ontario Street at no charge at least until the end of 2009 for the purpose of continuing the operation of the current child care programs (Preschool, Kinder care and Out-of-School Care) or until they can be relocated in the new facility;
- the approval of the City of Vancouver to allocate the current $750,000 towards the capital cost of the construction of the new facility; and that the City will work with the parties to obtain the additional funding required, estimated at an additional $750,000.
- That a project funding feasibility study be undertaken with the help of a consultant to be paid for in partnership by the City, MPCCA and SFE-PAC

That all necessary public consultation on the placement and location of the modular be the responsibility of the School Board and the City relative to the mandate to achieve the necessary child care spaces needed in Vancouver.

That City, Park Board and School Board staff be afforded the direction to work with the MPCCA and SFE-PAC to accomplish the collaborative objectives."